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ABSTRACT

This report summarizes the national service programs and proposals discussed at the first global conference on national service held in June of 1992. Current programs include those in France and Germany where civilian service may be performed as an alternative to mandatory military service. In Nigeria university graduates perform a year of civilian service after completion of their education, while in Botswana, national service comes before attendance at a university. In Costa Rica all university students perform community service through a university program. A proposed system of national service in India would require service from government employees and college students as two groups who benefit the most from the country's resources. The goals of the conference were for those attending to become acquainted, to learn about programs in other countries, and to plan ways to stay in touch in the future. In reality, the participants were able to identify areas of general agreement and areas of difference in youth service. Several conferees presented evidence of outcomes of national service that benefited those who are served, those who serve, and society at large. Questions of responsibility for national service, the basic concept of service, and future research needs were addressed. The participants of the conference recommended international exchange and sharing of ideas and experiences as well as working together toward the development of a global youth service program that takes account of the need to implement sustainable development strategies. (DK)

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# NATIONAL YOUTH SERVICE

## A GLOBAL PERSPECTIVE

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Donald J. Eberly, Editor

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# NATIONAL YOUTH SERVICE

*A Global Perspective*

Donald J. Eberly, Editor
*National Service Secretariat*
*Washington, D.C.*

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When the Athenians finally wanted not to give to society
but for society to give to them,
when the freedom they wished for most
was freedom from responsibility,
then Athens ceased to be free.

*Edward Gibbon*

Books by Donald J. Eberly

National Youth Service: A Global Perspective (1992)

National Youth Service: A Democratic Institution for the 21st Century (1991)

With Michael Sherraden: The Moral Equivalent of War? A Study of Non-Military Service in Nine Nations (1990)

National Service: A Promise to Keep (1988)

National Service: An Action Agenda for the 1990s (1988)

With Michael Sherraden: National Service: Social, Economic and Military Impacts (1982)

National Service: A Report of a Conference (1968)

A Profile of National Service (1966)

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# INTRODUCTION

This is a publication of the National Service Secretariat, a nonprofit organization founded in 1966 to foster the serious consideration of national service and to be a clearinghouse of information on national service. We have been interested in overseas national service programs since our founding, and we welcome this opportunity to publish information about them.

This booklet can usefully be read together with *The Moral Equivalent of War? A Study of Non-Military Service in Nine Nations.* That book is a scholarly work which describes, analyzes, and compares widely varying national service programs along common dimensions; this booklet describes a number of national service programs as well as proposals still on the drawing board, and identifies common ground as well as areas of difference among persons well acquainted with national service.

Material for the booklet comes from the advance papers and from the discussions at a conference held at the Wingspread Conference Center, Wisconsin, from June 18 to June 21, 1992. This conference, the first to focus on national service from a global perspective, included participants from Africa, Asia, Europe, Latin America, North America, the Caribbean and the Pacific Islands. Our goals for the conference were to get acquainted, to learn about each other's programs and proposals, and to discuss ways of staying in touch in the future. We met and surpassed these goals in that we also identified areas of general agreement and areas of difference about national youth service.

This observer noted a great hunger for the exchange of information about national youth service, even among persons from neighboring countries. It seems likely that the conference will be a catalyst in fostering communications among national service leaders, in refining programs and proposals for national service, and in generating new youth service initiatives.

The summaries in Chapter 1 were prepared by the persons indicated and were edited somewhat for length and format. The conference summary in Chapter 2 was prepared from notes, from the conferees' written statements, and from the audiotape of the proceedings. Any errors are my responsibility.

I thank the W. K. Kellogg Foundation for its financial support of

this conference and related endeavors. Kellogg is one of a handful of American foundations that have begun to recognize the importance of youth service in recent years and have supported such initiatives. As a part of the same grant that funded the conference and this booklet, Kellogg gave support to the Secretariat to enable several national service leaders from the Americas and southern Africa to travel abroad to study other national service programs.

A special vote of thanks is due The Johnson Foundation and its staff at Wingspread. I have discovered from several visits to Wingspread that The Johnson Foundation has no more interest in hosting ordinary conferences than Frank Lloyd Wright had in building ordinary houses. The Secretariat convened a Wingspread Conference in 1988 to plot out a future for national service in the United States; since that time, The Johnson Foundation has sponsored several dozen conferences on the subject. The influence of these meetings can be found everywhere, from the law that created the U.S. Commission on National and Community Service to the service activities of students in our schools and universities.

Professor Jon Van Til of Rutgers University is to be thanked for his candid evaluation of this project and for his continuing counsel, which permits improvements as the project proceeds.

Both thanks and admiration are due the conference participants. Many of them traveled long distances to attend a conference conducted in English, which for several conferees was a second or third language.

A final note: The word "scheme" as used in much of the English-speaking world has the same meaning as "program" in American usage.

*Donald J. Eberly*

# 1.
# NATIONAL SERVICE PROGRAMS AND PROPOSALS

Participants in the Global Conference prepared advance summaries of their programs and proposals. They were mailed in advance to all conferees and are printed below.

**BOTSWANA**
**Mrs. Galaletsang Maakwe**
**Director**
***Tirelo Setshaba***

*Tirelo Setshaba* (National Service) was recommended by a Presidential Commission in 1977 and was inaugurated as a pilot project in 1980. The recommendation came from the 1977 Education Commission that the late President Sir Seretse Khama had appointed to examine the educational system and to suggest improvements to it.

**Objectives**. The objectives of *Tirelo Setshaba* are as follows:

"To give an educating, broadening, maturing experience to all 'O' level school leavers before they begin further education or employment; to expose them to the realities of developmental needs in remote rural areas (and to their problems of meeting them); to increase their self-confidence, self-discipline, initiative, sense of responsibility, ability to identify, analyze, and help solve problems, and their commitment to the development of their country;

To provide educated manpower to help carry out development programs in rural areas, particularly in remote areas;

To encourage greater understanding of each other among people from different parts of the country."

**Size**. The 1980 pilot project was successful, and *Tirelo Setshaba* grew gradually with the expectation that 100 percent of "O"-level school leavers, totaling 1,500 persons, would be enrolled by 1987. *Tirelo Setshaba* was restructured in the mid-1980s, however, and secondary school enrollment grew faster than had been anticipated. As a result, in 1991 *Tirelo Setshaba* enrolled 4,700 participants, or 75 percent of the "O"-level school leavers.

**Eligibility**. All "O"-level school leavers now are required to serve or to obtain an exemption certificate. Such certificates are given to persons with the lowest passes in the "O"-level examinations; the cutoff point is determined by the number of participants that can be accommodated by the budget for *Tirelo Setshaba*. This policy was introduced in 1985 because the great majority of those who had been volunteering for Tirelo Setshaba were those with low-level passes.

**Conditions of Service**. *Tirelo Setshaba* participants range in age from 16 to 20 years. They serve in the field for 12 months, with a two-week break during the year. **Service Activities**. Most participants are assigned to governmental departments to oversee their service; a few are assigned to parastatal and nongovernmental organizations. Most serve in rural areas. Major areas of activity include education, health, agriculture, social and community development, wildlife management, tourism, rural industries, and local cooperatives. Some of the service activities expose participants to scientific and technological fields such as land surveying and telecommunications. This is part of a deliberate policy to stimulate career interests in fields most relevant to Botswana's developmental needs.

**Links**. Participants continue their education while in service, although the primary mode of education shifts from formal to experiential. Participants maintain daily journals which are reviewed several times during the service year by *Tirelo Setshaba* staff members. Maintaining these journals and discussing them with staff members helps to accomplish the objectives noted above. A military link was considered but rejected on the ground that it would be better for participants to develop self-discipline than to have military-style discipline imposed on them from the outside.

**Special Features**. Evaluations have shown that *Tirelo Setshaba* has had a marked impact on national integration. Participants have learned the languages of the communities where they served, and often return there during holidays and for weddings and funerals. It also has had a major impact on education: in the early years, participants took the places of untrained teachers and enabled them to go for training, and in recent years they have served as teachers' aides.

## CANADA

**Senator Jacques Hébert, O.C.**

Canada has offered a variety of service opportunities to its young people for many years. The major current programs as well as Katimavik — the most significant of the earlier programs — are summarized below.

**Canada World Youth**. The mission of this program is to enable people to participate actively in just, harmonious, and sustainable societies. Since its creation in 1971, more than 14,000 17- to 20-year-olds have lived the experience of their lives. Canada World Youth and its partner organizations work together to organize and carry out international education exchange programs. They are seven months in length; half the time is spent in Canada and the other half in an exchange country in Asia, Africa, Latin America, or the Caribbean. Participants perform volunteer service in fields such as agriculture, community work, education, and the media. Participants and community members learn about each other's environments, cultures, and values, work toward mutual understanding, and contribute effectively to the development of their communities.

**Challenge '91**. Challenge '91 offers opportunities for summer jobs that provide both work skills and work experience. It does so in three ways. Student Business Loans provides financial assistance to young people with entrepreneurial drive to develop their own jobs by giving them loans of up to $3,000 for the summer. Summer Employment/Experience Development (SEED) offers wage subsidies to employers who otherwise would not create summer jobs for students. Work Orientation Workshops offers workshop sessions combined with on-the-job experience to encourage participants to continue their education or seek specific skills training.

**Canadian University Service Overseas (CUSO)**. Founded in 1961, CUSO is an independent development organization working in partnership with Third World people to improve their lives both socially and economically. CUSO provides technical advisers, project funds, and administrative support to groups in the Caribbean, Africa, Asia, Latin America, and the South Pacific. CUSO also places skilled Canadians in Third World postings and funds development programs. It focuses on projects that are locally controlled, sustainable, and sensitive to the environment and to women's issues. In 1989–1990,

CUSO placed 270 new persons overseas, including 201 cooperants on two-year assignments.

**Katimavik.** Approximately 20,000 young Canadians participated in Katimavik from its founding in 1977 until its demise in 1986. Katimavik's main objectives were 1) to help in the personal development of Canadians between the ages of 17 and 20, 2) to serve Canadian communities, 3) to stimulate environmental awareness, and 4) to give young Canadians a greater understanding of their country. Participants met these objectives through travel and service in three different regions of Canada; through living in 13-member group homes, where they assumed responsibility for meals and other household chores; through study that complemented their practical experiences, and through working with dozens of different people as they served their host communities.

**Environmental Youth Corps.** Both Ontario and British Columbia inaugurated Environmental Youth Corps (EYC) programs in 1989. They employ persons between the ages of 15 and 24 to work on environmental projects and to learn new skills in the process. EYC members generally serve for two to six months. Each provincial government engages more than 1,000 young people per year in EYC projects.

## CHINA

**Bao Yongjian**
**Consultant**
**Student Unions in Shanghai**

The Youth Service in China (YSC) presently includes some 900,000 young men and women who are working or attending college. They work on a wide variety of projects and serve either full-time for a few weeks or part-time for a longer period.

**The Problem.** Recent studies of college students who have been in the YSC suggest that although the majority bring a sense of idealism into YSC, they would not want to rejoin under current conditions. Conditions for rejoining included the following: "If I am not supervised by a political instructor" (29%), "If I have the discretionary resources to do things in my way, not in the current political way" (24%), and "If I didn't attend social service, I could still have equal chances for a job assignment and promotion" (10%). It is clear

that these motivations could belong more to the realm of negative factors such as survival and privilege seeking than among positive factors such as personal growth and productivity. The attitude of the average YSC member may be summed up in the statement "You pretend to praise me. I pretend to do good."

**The Proposal.** Successful reform of YSC must include a change in the conditions of YSC so that participants are well motivated to serve and to develop an independent sense of citizenship. With this change, YSC will be transformed from an instrument of social control to one that fosters both service to others and personal growth. The design of a reformed YSC is suggested by theory, by a review of youth service programs elsewhere, and by the recent testing of different youth service models in China. Experience to date suggests that it contain the following features:

Projects would be designed, planned, and organized by the participants.

Responsibilities would be assigned primarily to those who volunteer for them.

Professional staff members would be regarded more as consultants than as supervisors.

Informal group entertainment would be encouraged strongly under suitable circumstances.

The following steps would be taken in a project of about two months' duration:

Participant is recruited by interview.

Participant writes down expectations for time in YSC and is trained in the YSC process.

Project group discusses available resources and possible projects.

Participants volunteer for various responsibilities and agree on implementation plan.

Group charts each activity needed to complete project, selects a head person, and develops a plan for cooperation.

Group conducts evaluation and offers entertainment halfway through program.

Group makes final appraisal of the project.

This approach has been tested three times in recent years. The majority of participants found the experience substantially more fulfilling than the typical YSC activity. One-third of the members, however, reported evidence of manipulation. Although more testing

and refining are needed before this experimental model is applied universally, it appears to be a substantial improvement over the present YSC.

## COSTA RICA

**Mrs. Maria de los Angeles González**
**Vice Rector for Social Action**
**Rodrigo Facio City University**

*Trabajo Communal Universitario* (TCU) is an interdisciplinary program in which professors and students join in problem-solving activities with members of the communities where they serve. This arrangement contributes to the well-being of the communities and of Costa Rican society as a whole. TCU integrates the teaching, research, and social action functions of the University. It was instituted in 1974 after the mandate by the Third University Congress.

**Objectives**. The main objectives of TCU are as follows: 1) to raise the social consciousness of future professionals by bringing them into direct contact with their society, 2) to partially reimburse the society for what it has invested in the preparation of its university students, 3) to promote the students' social responsibility so that they will continue to serve throughout their professional careers, and 4) to provide feedback to the University by means of the knowledge and experience acquired through the program.

**Size**. Each year, on average, 1,811 students participate in 74 projects under the guidance of 90 professors. Service in TCU accounts for 300 hours in the study programs leading to a bachelor's degree, and for 150 hours in programs leading to a certificate.

**Eligibility**. Since 1975 all students of the University have been required to participate in TCU before graduation. Before participating in TCU, students must have completed the first half of their program of studies as well as a seminar on social awareness. Students do their TCU work regularly and continuously, and serve in a TCU project for a maximum of 12 months.

**Procedures**. TCU projects must be interdisciplinary, must last no less than three years, must be prepared in accordance with the need for social action and the resources of the University, and must provide feedback to the University. TCU projects are drawn up by the schools of the University in coordination with the Social Action Office. The

projects then are approved by the Faculty Council and are sent to the Social Action Office for final approval.

**Service Activities.** The 86 current TCU projects are undertaken in four major areas. In public health the work is mainly preventive and educational and includes projects based on epidemiological research. In general science, the emphasis is on in-service training programs for primary school teachers. In the social sciences, most projects provide technical assistance to the production sector, although some pertain to legal problems and delinquent children. In the fine arts and letters, projects include recreational and educational programs that help preserve traditional values of the region.

**Links.** TCU works closely with both public and private institutions, which often give financial and other assistance that complements the work of the students and professors.

## FRANCE

### General Raymond Caire
### Chairman
### Interministerial Commission on Civilian Forms of National Service

National service in France is linked with the *levée en masse* decree by Barrere in 1793 and with the military conscription law of 1905. In 1971, this law was changed to the national service law, which provides for both military and civilian forms of service. National service has these characteristics:

It is primarily but not exclusively military. Of the conscripts who enter national service, 90 percent enter military service, 5 percent enter civilian service and 5 percent enter military service for civilian purposes. The length of conscript service in the military is 10 months.

Only 70 percent of young men enter some form of national service. The balance are exempted for medical reasons (20%) or family reasons (5%), or are declared unfit for service during the first three months (5%).

Women are not drafted, but may volunteer for either civilian or military forms of service. The number of women in national service is now 2,500.

Conscripts wishing to enter civilian forms of service must volunteer for them, although the army has absolute priority.

**Civilian Forms of Service**. Presently there are five forms of civilian service of varying durations, with 16,000 participants. The Cooperation Service (16 months) is intended to help developing countries, especially those in francophone Africa. Conscripts serve in areas such as teaching, medical centers, and economic development. The Technical Assistance Service (16 months) has the same role as the Cooperation Service except that it benefits French overseas departments and territories.

The National Police Service (10 months) assigns conscripts to serve as police auxiliaries in any tasks entrusted to professional policemen, except those involved in maintaining order. The Civil Security Service (10 months) places conscripts with first-aid centers attached to professional civilian fire brigades. Currently it is in the experimental stage. The Conscientious Objectors' Service (20 months) assigns young men to social, cultural, educational, and environmental activities.

**Military Service for Civilian Purposes**. Together with purely civilian forms of service, mixed forms of military service for civilian purposes are available. These programs enroll some 7,000 conscripts. The Paris Fire Brigade, the Marseille Fire Battalion, and the civil security training and intervention units train young men to use civil security techniques during their military service. These military units specialize in giving assistance in case of natural disasters, as in Algeria, Armenia, Colombia, Mexico, and Nicaragua. They serve in these places with members of the German Technical Aid Service.

Other forms of military service for civilian purposes are based on agreements between the Ministry of Defense and civilian ministries. These agreements meet needs for solidarity and could evolve toward entirely civilian forms of service. For example, conscripts serve as teachers of various subjects and as aides to disabled persons.

A special form of military service, which may be compared to a civilian form, is the *adapted military service* for overseas departments and territories. This service allows young men from those places to acquire professional training.

**A New "City Service."** The government decided recently to increase from 400 to 4,000 the number of conscripts devoted to a "City Service." These conscripts will be drawn both from civilian forms of service and from military service for civilian purposes, and will work in disadvantaged urban areas. Their activities will include public security, tutoring pupils, helping to maintain buildings and surround-

ings, and supporting out-of-school activities.

**The Future**. Finally, one must emphasize the present government's will to create new forms of civilian service, derived from existing agreements. For this purpose, a decree dated 21 June 1990 created an Interministerial Commission for Civilian Forms of National Service. Aided by the General Secretariat for National Defense in the Office of the Prime Minister, the Commission is to propose to the Prime Minister new and experimental formulas for national service which could be activated in the future. In addition, the Commission has the mission to monitor existing civilian forms of national service and to propose annual instructions to the Prime Minister as well as the number and quality of young men to be incorporated into civilian forms of national service.

## GERMANY

**Dr. Jürgen Kuhlmann**
**Senior Research Fellow**
**German Armed Forces Institute for Social Research**

In West Germany until October 1990 and since that time in unified Germany, there has never been a large-scale, government-operated, program in which young people could engage in a period of voluntary service to their communities or the nation. Two factors contribute to what might be called national service in Germany: 1) the responsibility of the state for public welfare and 2) how the system of conscription has evolved in recent years. As a result of these factors, more than 100,000 young men are engaged today in civilian activities in "national service." These activities fall under three major headings: 1) Civil Defense, which protects the civilian population in case of war and provides disaster relief; 2) Development Aid, which is carried on overseas by certain organizations vested with public authority; 3) *Zivildienst*, an obligatory alternative civilian service for those who object to compulsory military service. Each of these three services is organized either completely or predominantly by the government.

**Civil Defense**. A young man who volunteers to serve part-time for 10 years in civil defense is exempted from military service. Civil defense is staffed primarily by citizens who serve voluntarily in fire brigades, in private welfare organizations, and in the Federal Technical Aid Service, and by full-time employees working for the

federal, state, and local authorities. About 20,000 men now are performing Civil Defense as alternative service. If the Civil Defense had not been an attractive alternative to compulsory military service, the brigades would not have had the manpower to survive.

**Development Aid.** A young man who contracts for at least two years of overseas service and completes the contract is exempt from military service. Service in Development Aid may be performed either with the government-sponsored German Volunteer Service or with one of six private organizations. Thus, service is highly selective. In 1990, 1,530 trained persons were sent overseas; since its founding in 1963, the German Volunteer Service alone has employed about 11,000 qualified helpers in more than 50 countries. About 20 percent of these people have served overseas to gain an exemption from military service.

***Zivildienst.*** A young man who objects to military service for reasons of conscience may be classified as a Conscientious Objector (CO). He then enters *Zivildienst* and is considered to have completed his "compulsory military service with other means and without arms" when he has completed a period of full-time civilian service that is one-third longer than compulsory military service. Currently, conscripts serve 12 months in military service and 15 months in *Zivildienst.* Some 90,000 COs are now in *Zivildienst,* although in 1991 some 151,000 young men (including 4,500 active soldiers and persons living in the former German Democratic Republic) applied for CO status. Another 21,000 are in service positions that exempt them from the requirement to perform military service. *Zivildienst* has become indispensable for voluntary welfare work because it is no longer possible to finance professional staff members in place of COs.

**The Future.** One can imagine what troubles welfare organizations would encounter if *Zivildienst* had to be discontinued together with compulsory military service. Persons entrusted to the care of young men performing *Zivildienst* would no longer be served. Critics suspect that compulsory military service must be maintained — although there are no conclusive military, economic, and social reasons to continue it — to supply an adequate number of young men for *Zivildienst* in order to make up for the shortages of workers in nursing and welfare work.

Currently, the German public is debating a Community Service that would replace compulsory military service, and thus automatically

*Zivildienst*. Community Service would be optional: any young man or woman could decide which branch to choose. The point at issue in the current debate is not so much that society expects service from its young people. Rather, it is the sobering fact that German society will depend to an ever-increasing extent on the social services now being rendered by *Zivildienst*, and the recognition that these services would not be provided if performed at market prices. Public budgets have not been adequate to cover these services in recent years; this situation surely will continue because of the immense costs of unification.

## GREAT BRITAIN

**Mrs. Elisabeth Hoodless, C.B.E.**
**Executive Director**
**Community Service Volunteers**

Community Service Volunteers (CSV) was founded in 1962 by Dr. Alec Dickson, who earlier had founded Voluntary Service Overseas. CSV places every person from age 16 to 35 who volunteers to serve. In 1991, 3,000 persons volunteered for CSV, a 30 percent increase from 1990.

**Conditions of Service**. CSVs serve away from home for a period of four to 12 months; the average period is 6 1/2 months. The projects where they serve provide pocket money of £21 ($US39) per week as well as food and lodging. Only one volunteer in 50 is transferred before completing the assignment.

**Profile of CSVs.** CSVs are a cross-section of British young people in gender, ethnic origin, educational attainment, class, and color. Special efforts are made to attract certain groups which otherwise would be under represented.

**Activities**. All CSVs work face-to-face with people in need. They work with the homeless, the frail elderly, young offenders, and mentally and physically handicapped citizens; they work in schools, hospitals, prisons, and youth projects. One-third of CSVs work on projects enabling severely disabled people to live independently. Two or sometimes three volunteers provide some persons with 24-hour care, seven days a week. Some CSVs give relief for up to seven days to persons who are caring around the clock for family members or others. Some CSVs enable families to avoid sending loved ones to institutions.

**Cost**. Each volunteer costs £550 to place; the central government provides about half of this amount. The total 1990–1991 budget of £4,113,000 came from central and local governments, trusts, foundations, companies, and the projects where CSVs served. Each year about 300 volunteers from overseas contribute a placement fee of £410 per volunteer.

**Outcomes**. British health, education and community services are chronically overstretched. In its first 30 years, CSV has demonstrated both the uniquely positive, cost-effective impact of nonprofessional volunteers and the value to young people of volunteering. This is particularly noticeable where disadvantaged CSVs serve with other CSVs. "London Action," for example, places substance abusers for whom all other forms of treatment and therapy have failed. Sixty-nine percent overcome the habit because having others depend on them gives them a purpose in life. Hundreds of graduates of Her Majesty's Young Offender Institutions join CSV for their last month of sentence; one-half stay on with CSV, although they are free to leave. Another 20 percent are offered employment on their projects.

**International Links**. In addition to involving more than 300 volunteers from Europe, Africa, Japan and the United States, CSV encourages British volunteers to serve in other parts of Europe as a second or third four-month placement. CSV is arranging visits for eastern European authorities to help them establish their own programs.

**The Future**. Each year 400,000 young people leave British schools. CSV aims for the time when each school leaver will want to give a year of service and when government will have the wisdom to enable them to do so. In this way, all can experience the "fun, adventure, and challenge" of full-time volunteering, and British communities will be more creative and more caring.

## INDIA

### General Dr. M. L. Chibber
### Jawaharlal Nehru Fellow

India, it is said, is religious, philosophical, speculative, metaphysical, unconcerned with this world, and lost in the dreams of hereafter. . . . Yes, India has been all this, but also much more than this. She has known. . . the wisdom and

> maturity that comes from long experience of pain and pleasure. . . . For, we are very old, and trackless centuries whisper in our ears; yet, we have known how to regain our youth again and again though the memories and dreams of those past ages endure with us.
>
> — *Jawaharlal Nehru*

With a population of 860 million, India is the largest democracy in the world. It can regain its vitality and prosperity at an accelerated pace if the following provision in her constitution is put into practice: "It is obligatory for every citizen to defend the country and render National Service when called upon to do so" [Article 51A(d), Part IV-A, Constitution of India].

**The Situation**. The 17- and 18-year-old cohort contains approximately 90 million youths each year, but it is neither feasible nor practical to implement National Service for such a large number. Consequently it is proposed that National Service be made applicable to the two segments of the Indian society that derive maximum benefit from the country's resources. These segments are the 6 million central government employees, who are secure for life once they obtain a job, and the 900,000 persons who enter colleges each year to acquire higher education, which is almost free in India.

**Proposal**. It is proposed that those who aspire to a central government job should serve in the military for three to nine years — depending on the length of training for their work — and then spend the remainder of their working life in the civilian sector. For the 900,000 men and women who enter college each year, it is proposed that they complete one year of satisfactory National Service as a prerequisite for matriculation. This policy would apply to all students regardless of their course of study and would add one year to the present three years required for graduation.

**Training**. National Service would include four months of training comprising military training, education in national integration, human values and leadership, and preparation for social service.

**Administration**. Each college would be responsible for National Service for the students it accepts. The colleges would work primarily through the National Cadet Corps, which already exists in most colleges. The central government would fund National Service by disbursing grants directly to the colleges. Service would be rendered

on the basis of four months in residential camps, followed by eight months of nonresidential work. Girls' camps would be located on the premises of the college concerned.

**Activities**. Work projects would be designated in consultation with district administrators and with recognized voluntary bodies working in the area of a college.

**Costs**. The annual cost per student is estimated at Rs.7,200 (US$277) for supervision and overhead, and the same amount for each participant's stipend. If the value of work done by National Service students is Rs.1,500 (US$57.70) per month (an amount equal to the minimum wage for a high school graduate working as a primary school teacher), the total annual cost will be only Rs. 2,160 million (US$83.9 million).

**Questions for consideration**. How are we to monitor work in dispersed activities such as adult literacy, primary school teaching, and care of the elderly and infirm? Given the fact that a strong minority opinion in a cross-section of Indian society favors operating National Service concurrently with the three years of undergraduate education, is it feasible to devote four months of each academic year to National Service by completely eliminating both winter and summer vacations as well as optional subjects in the current curriculum?

## NIGERIA

**Colonel HB Momoh**
**Director**
**National Youth Service Corps**

The National Youth Service Corps (NYSC) was established by law on May 22, 1973 to mobilize Nigerian youths for nation building and to prepare them for patriotic and loyal service to their fatherland. This law, which establishes the "Scheme," provides for a Directorate comprising (among others), the Chairman and the National Director/Chief Executive. The Directorate is the governing and policy-making body of the NYSC.

**Duration of Service**. As provided in the enabling law, the duration of national service for all participants is 12 calendar months.

**Eligibility**. Participation in the Scheme is mandatory for Nigerian youths who have graduated from any university in or outside Nigeria, or those who have obtained the Nigerian Higher National Diploma.

**Objectives**. The objectives of the NYSC, as spelled out in the law establishing the Scheme, are summarized as follows:

The inculcation of discipline in the youths;

The raising of the moral tone of the youths;

The development of attitudes of mind acquired through training;

The development of common ties among the youths and promotion of national unity by

Assigning them to work outside their states of origin;

Ensuring that each work group reflects the federal character;

Exposing the youths to modes of living of the people in different parts of the country;

Eliminating ignorance;

The encouragement of free movement of labor;

The inducement of employers to engage qualified Nigerians readily;

The acquisition of the spirit of self-reliance by the youths.

**Age Range and Size**. Participants in the Scheme are aged 18 to 30 years. Some 400,000 have served in the Scheme since its inception; about 42,000 have been mobilized for the 1991–1992 service year.

**Service Activities**. The NYSC consists basically of four programs: the orientation and induction course, the primary assignment, the community development service, and the winding-up exercise and passing-out parade.

The orientation is the systematic introduction of all prospective Corps members to the Scheme, to its challenges, and to national imperatives. After the one-month orientation, the Corps members are posted to various establishments in both private and public sectors to render service for 11 calendar months. During this period, Corps members also are encouraged to undertake projects that their host communities perceive as needed. They pursue these projects year-round as their community development service.

At the end of the 12 months, as part of the winding-up exercise, the Corps members are brought together again in a camp to discuss their experiences. After this, each Corps participant receives a Certificate of National Service, and exemplary Corps members are honored.

**Links**. A large proportion of Corps members are deployed to educational institutions for their national service. Others are deployed to military establishments. Deployment is based mainly on areas of specialization, national needs, and other considerations.

**Special Feature.** A special feature of the Scheme is that a large percentage of the Corps members receive rural assignments. This practice is aimed at maintaining a massive grass-roots presence for eventual transformation of the rural areas of the country.

**PAPUA NEW GUINEA**
**Hon. Clant K. Alok**
**Commissioner**
**National Youth Service**

National Youth Service (NYS) is the successor to the National Youth Movement Program the national government initiated in 1980 to make young people more aware of the development process. NYS was launched in 1991 to address the issues of unemployment and underemployment, lack of discipline, declining moral and ethical standards, lack of a sense of responsibility and respect, lack of voluntarism, lack of nationalism, and the decrease in law and order.

**Objectives**. The main objectives of NYS are as follows:

To provide appropriate forms of training geared toward rural and urban settings;

To provide youths with opportunities to participate as useful partners in the development process;

To open up avenues to youths to take advantage of education and training;

To promote self-reliance among youths;

To promote a sense of national unity through nationalist ideology;

To promote community awareness of law and order by assigning youths to work in close cooperation with law-enforcement bodies.

**Organization**. The National Youth Service Act establishes a National Youth Service Board that is responsible to the National Minister for Youth. The Board establishes 20 Provincial Youth Advisory Committees that have a number of responsibilities at the provincial level. The four major components of NYS are network and communication, training, youth entrepreneurship, and law and community services. **National Service Scheme**. As part of NYS, a National Service Scheme (NSS) will be created to involve youths in nation building. Young people in NSS will give two years of service in areas such as education and the military. While in service, NSS participants will have the chance to further their education in a

variety of ways. After completion of service, they may start their own businesses with funds from the Youth Credit Scheme, join the disciplined forces, or go on to higher education if they have done well in their studies. Also, students in higher education will be required to give one year of service in rural villages, where they will work in their respective fields of study.

**Volunteer Service Scheme**. Another part of NYS is designed to restore the sense of volunteerism that had always been a part of Papua New Guinea's traditional culture, but that declined dramatically with the introduction of the monetary system. The Volunteer Service Scheme will encourage young people to volunteer for service in their own communities and elsewhere in the nation. It also will permit those in tertiary education to serve in their communities and those with appropriate skills and experience to serve overseas.

## TRINIDAD & TOBAGO
### Hon. Lincoln Myers
### Founding Minister
### National Training and Service

The National Training and Service Program (NTSP) was established by the government on September 1, 1990. The program is voluntary and focuses on the nation's youths. Although service to the community and the country is the major focus, NTSP also caters to the participants' training and developmental needs and provides them with opportunities to express their varied talents. Each participant receives a stipend of TT$100 (US$25) per week. By the end of 1991, more than 500 young men and women were enrolled in NTSP and were working on a number of projects in groups of about 50 each.

**Duration**. There is no precise duration of service because the program is entirely voluntary. Participants, however, are assigned to specific projects in their communities and work on projects until completion. Each participant is expected to serve nine months in the program.

**Eligibility**. NTSP is open to all persons between the ages of 17 and 25. Because unemployment is a critical problem in this age group, most participants have come from among the unemployed. At the end of 1989, this group accounted for 21.3 percent of the population, a figure that is projected to rise to 27.5 percent by 2000.

**Objectives**. The objectives of National Training and Service are as follows:

To encourage service in community and country;

To foster self-development;

To assist young people in realizing their potential;

To instill self-esteem and nationalism in young people by stimulating pride in their achievements and those of their country;

To provide job opportunities.

**Orientation**. Orientation takes place both at the beginning of a project and from time to time during the project. Among the areas included in orientation are first aid, health education, personal development, field trips, disaster preparedness, physical training, and participants' attitudes, values and motivation.

**Service Activities**. NTSP is designed to enable participants to serve in areas closest to their places of residence. The program is conducted with the active involvement of community groups and members. For example, NTSP does not undertake environmental work for a community, but with the community. Participants are free to choose the project areas in which they would like to serve.

The major project areas are National Environmental Awareness and Conservation Service, National Paramedical and Nursing Service, and National Agriculture and Farming Service. One of the first projects completed by the NTSP participants was the restoration of a century-old railway tunnel at Tabaquite, where participants also constructed tourist accommodations with the same design and the same materials as those of a century ago. This project also offers residents entrepreneurial opportunities in arts and crafts, catering, recreation, and entertainment. Participants also have completed a project at Argyle Waterfall in Tobago. The surrounding area has been beautified and facilities have been constructed; it is now a tourist attraction providing job opportunities in several areas.

**Linkages**. In addition to cooperating with the communities where NTSP has projects, the program works closely with other organizations involving young people, such as Boy Scouts, Girl Guides, St. John's Ambulance Brigade, the Red Cross, and Cadets.

**Special Feature**. Various environmental concerns exist in every country, both developed and developing. The National Training and Service Program, through its environmental projects, serves as a vehicle to foster not only unity, loyalty, and patriotism, but also

concern and care for our environment. The environment, after all, is also the patrimony of future generations, which is on loan to those of us alive today.

## THE UNITED STATES OF AMERICA

**Donald J. Eberly**
**Executive Director**
**National Service Secretariat**

A number of youth service programs in the United States have been born from the philosophy of national service, but the country can be said to have adopted national service as a policy only with the passage of the National and Community Service Act of 1990. Among the seven purposes of the Act are "to renew the ethic of civic responsibility in the United States" and "to call young people to serve in programs that will benefit the Nation and improve the life chances of the young through the acquisition of literacy and job skills." A Commission on National and Community Service was created in accordance with the Act, and received $73 million for 1992. Most of the money will be used to support full-time youth service as well as service-learning activities sponsored by schools and universities.

**The Peace Corps**. The Peace Corps has enrolled more than 130,000 persons aged 18 and over since its founding in 1961. The average age of Peace Corps Volunteers has risen gradually over the years, from about 23 in the early 1960s to about 33 today. Most Volunteers are college graduates and serve for two years. Some 6,000 Volunteers presently are serving in 90 countries, including the developing nations of Africa, Asia, Latin America and eastern Europe.

**VISTA**. Volunteers in Service to America (VISTA) began in 1965 as part of the War on Poverty. It has never enrolled more than 5,500 participants, and currently enrolls about 3,000. Originally it consisted primarily of recent college graduates who were dispatched for service on Indian reservations, at migrant work camps and in inner city ghettoes. Today it is composed mainly of middle-aged, inner-city residents who serve in their own neighborhoods.

**Statewide Youth Service Initiatives**. In recent years, several states have begun to support an array of youth service activities. Minnesota, Pennsylvania and Massachusetts took the lead in this area; many other states are organizing such undertakings. The process has been

accelerated by the National and Community Service Act, which encourages state governments to take the lead in developing and coordinating youth service activities in their states.

**State and Local Youth Service Programs.** Several dozen states and localities have initiated youth service programs, and more programs are being created. Among them are the California Conservation Corps, Boston's City Year, the New York City Volunteer Corps, and the Iowa Conservation Corps. Typically they enroll 50 to 500 participants. A few of these programs are funded totally by the private sector, several receive some federal funds, a few receive fees for services rendered, and many are supported totally or primarily by state or city funds.

**Enrollment.** In 1991 approximately 8,000 persons aged 18 to 24 served full-time with the Peace Corps, VISTA, and the state and local youth service programs. This figure contrasts with the 500,000 young men in full-time service with the Civilian Conservation Corps in 1935, and with the one million men and women from 18 to 24 now on active duty with the Armed Forces. The current population in this age group is about 26,000,000.

**Educational Links.** Most of the state and local youth service programs require participants without a high school diploma to study for a high school equivalency diploma. Several of these programs also foster service-learning, in which participants reflect on the learning derived from their service experiences. Educational institutions from kindergartens to universities are devising service-learning activities as integral parts of their curricula.

**Military Links.** Conscription has not been held in the United States since 1973. There is little likelihood that it will be resumed in the 1990s because the active-duty armed forces are being reduced from 2 million to 1.5 million. When the Peace Corps was proposed in 1960 — first by Senator Hubert Humphrey and later by Senator John F. Kennedy — it was recommended that three years of Peace Corps service be considered the equivalent of two of years military service. Mr. Kennedy moved rapidly as President to create the Peace Corps by executive order five weeks after taking office. He eliminated the alternative service provision, however, because he feared it would raise an issue that might delay implementation of the Peace Corps. Today, there is talk of utilizing persons in military service to provide logistical support to youth service activities, just as the Army supported the Civilian Conservation Corps in the 1930s.

## ZIMBABWE

**Brigadier A. Mutambara**
**Ministry of Political Affairs**

National Service in Zimbabwe is governed by the National Service Act 1979. The first National Service Act was enacted in 1976 in direct response to the intensified Armed Liberation War. Thus, this legal instrument was created as a means of providing forced recruitment for the war effort.

With the advent of independence and the continuing improvement in regional security, the military objective for which the Service was established became of little significance. The government, however, recognized the need to continue with the National Service Scheme, but with a shift in emphasis from the military to the economic sphere. Accordingly, the government is conducting careful studies of National Service Schemes in other countries with a view to resuscitating the National Service program which since Independence has remained largely dormant. The following concepts have been tabled for consideration:

**Objectives**. The objectives defined for National Service are as follows:

To create a national cadreship of disciplined youths and to develop leadership qualities and skills amongst them;

To promote national unity and equality through shared experiences;

To develop among Zimbabweans a conscious cadreship that can comprehend and articulate government policies and planned programs of action;

To give such orientation to the youths as will imbue them with the spirit of selflessness, patriotism, and community consciousness;

To enable the youths to appreciate the merits of individual and collective involvement in national development projects at little or no financial reward;

To instill in the youths an awareness of the importance of conserving our natural resources;

To impart a variety of basic skills to as many youths as possible; and

To provide the youths with career guidance and to expose them to as many sectors of the economy as possible.

**Eligibility**. The target group is quite large. It includes those going to universities and other forms of advanced training, those who have completed high school but lack the qualifications for further training, school dropouts at any level, and unemployed youths. Persons in National Service would be between the ages of 16 and 30.

**Training**. Although no recruitment figure has been set for the commencement of the program, it is desirable that:

The first intake must not be too large. A figure of 1,000 cadres is considered reasonable.

As much as possible, the 10 administrative districts in the country must have equal numbers of recruits in a given intake.

The first phase of National Service training involves a program of rudimentary military training, whose main purpose would be to develop discipline and leadership qualities. During this phase, we would identify the participants' qualifications and preferences.

In the second phase, the cadres will undergo training in their preferred disciplines. Interspersed with this training will be community service programs, in which youths would be involved in national development projects such as construction of dams, building of schools, land reclamation, and conservation. In the process they would acquire skills in areas such as plumbing, carpentry and building. This combination of work and experience would facilitate their entry into public- and private-sector jobs.

**The Future**. Presently, the government pays most of the expenses of students going on to universities and other forms of advanced training. This practice may have to be discontinued, however, because of the economic situation. To gain these educational benefits in the future, it may be necessary to do a period of National Service. Students may have to work on community programs during their holidays and when they obtain their degrees, may spend a period as National Service cadre where they train new recruits. This arrangement will enable us to handle large numbers of youths in National Service.

## PROFILES OF NATIONAL SERVICE

The editor has attempted to portray most of the programs described above according to their major characteristics. These profiles of national service appear on pages 25–26 for eight of the programs. Proposals are not included in the charts because any assessment of

their outcomes would be hypothetical. Age ranges generally refer to the ages of eligibility; where a program is open to certain students, as in Costa Rica, the age range reflects that of the great majority of participants. The information about programs in the United States refers only to those participants from 18 to 24 in the Peace Corps and VISTA (for which persons 18 and over are eligible) as well as those from 18 to 24 who serve with full-time, year-round, non-sectarian youth service programs. The asterisks in the lower part of the chart reflect the strength of the given characteristic, with * the lowest and ***** the highest.

PROFILES OF NATIONAL SERVICE

| Country | Botswana | Costa Rica | France | Germany |
|---|---|---|---|---|
| Program | Tirelo Setshaba | T.C.U. | Civ. Natl. Service | Zivildienst |
| Age Range | 16–20 | 20–22 | 18–30 | 18–24 |
| Duration of Service | 1 year | Several months | 10–20 months | 15 months |
| Number of Participants | 4,700 | 1,811 | 16,000 | 90,000 |
| Population per Participant | 250 | 1,500 | 3,700 | 900 |
| Characteristics | | | | |
| Access | | | | |
| Voluntariness | ** | ** | ** | * |
| Eligibility Range | ** | ** | ***** | *** |
| Productivity | | | | |
| Social Development | **** | *** | ***** | ***** |
| Economic Development | ** | *** | **** | **** |
| Benefits to Participants | | | | |
| Personal Development | **** | ** | ** | ** |
| Education & Training | *** | *** | *** | ** |
| Employment Opportunities | ** | * | ** | ** |
| Nation Building | | | | |
| Cultural Integration | ***** | *** | **** | **** |
| Citizenship | ***** | *** | ***** | ***** |
| Politics and Organization | | | | |
| Governmental Leadership | ***** | ** | ***** | **** |
| Decentralization | *** | *** | * | ** |
| Military Linkage | * | * | ***** | ***** |

PROFILES OF NATIONAL SERVICE

| Country | Gr. Britain | Nigeria | Trinidad & Tobago | USA |
|---|---|---|---|---|
| Program | C.S.V. | N.Y.S.C. | Natl. Trng. & Service | PC, VISTA et al. |
| Age Range | 16–35 | 18–30 | 17–25 | 18 & over |
| Duration of Service | 4–12 months | 1 year | 9 months | 9–24 months |
| Number of Participants | 3,000 | 42,000 | 500 | 8,000 |
| Population per Participant | 19,000 | 2,000 | 2,400 | 31,000 |
| Characteristics | | | | |
| Access | | | | |
| Voluntariness | ••••• | •• | ••••• | ••••• |
| Eligibility Range | ••••• | •• | ••••• | •• |
| Productivity | | | | |
| Social Development | ••••• | •••• | •••• | •••• |
| Economic Development | •• | ••••• | •••• | •••• |
| Benefits to Participants | | | | |
| Personal Development | •••• | •• | •••• | ••• |
| Education & Training | ••• | • | ••• | ••• |
| Employment Opportunities | ••• | •••• | •••• | ••• |
| Nation Building | | | | |
| Cultural Integration | •••• | ••••• | •••• | •• |
| Citizenship | •••• | ••••• | ••• | •• |
| Politics and Organization | | | | |
| Governmental Leadership | •• | ••••• | ••••• | •• |
| Decentralization | •••• | ••• | ••• | •••• |
| Military Linkage | • | • | • | • |

# 2.
# ASPECTS OF NATIONAL YOUTH SERVICE

From June 18 to June 21, 1992, 30 persons from 14 nations met at the Wingspread Conference Center in Wisconsin where they discussed a variety of approaches to national service and explored their areas of common ground as well as their differences. (See Appendix A for a list of participants). The presentation of the main features of national service in the respective countries (see Chapter 1) formed the basis for consideration of a number of common themes, as described in this chapter.

The conference was chaired by Donald J. Eberly, executive director of the National Service Secretariat in Washington, DC. In his opening remarks, he said that "those of us who have been students of national service for some years are impressed with the fact that a dozen or more countries have devised common programs — usually a year or so of full-time civilian service in a cross-cultural setting — to respond to very different circumstances. These circumstances may include conscription, high youth unemployment, deep divisions in a multi-ethnic country, a lack of experiential education, a dearth of service providers, a threatened environment. A program that many of us refer to as 'national service' is seen as a partial answer to these problems; this fact suggests that it may be worth holding onto and improving over time. This belief is strengthened by the fact that national service often does more than solve a given problem. It also delivers additional benefits to the country and to the young people involved in national service.

"Do we all agree on the definition of national service? Probably not. Almost every word you look up in an English dictionary has more than one meaning. The same is true of the phrase 'national service.' It refers at some times to a service that includes both military and civilian forms, and at other times to only civilian or only military service. Most but not all of our discussions will focus on civilian forms of national service. The meaning of national service usually will be clear from the context of our remarks. If it is not, we should say what we mean by national service." Mr. Eberly also noted the use, in the United States, of related expressions such as "youth service, which includes part-time as well as full-time service by young people;

service-learning, which refers to the integration of service with learning; and national youth service, which embraces national service, youth service, and service-learning."

Mrs. Galaletsang Maakwe, director of *Tirelo Setshaba*, Botswana's national service, gave the first keynote speech. *Tirelo Setshaba* is 12 years old; with one young person in *Tirelo Setshaba* for every 250 residents, Botswana has the highest ratio of national service participants to population of any country represented at the conference.

Mrs. Maakwe began with a global view. "At this point," she said, "allow me to wander around the world and gather some facts about the youth situation. I wish to do so because we are gathered here to address a youth-specific subject which we must clearly understand before we move further into the details.

"The number of world youth is said to have increased by 79 percent from 1960 to 1984 (515 million to 922 million), according to the United Nations report on the 'Situation of Youth in the 1990s.' Youth unemployment figures are said to be approaching 50 percent in both developed and developing countries. Ninety-eight percent of the child laborers aged between 10 and 14 are found in developing countries. 'Street children' have also multiplied, with fast increases in urban populations, as complicated by rural-urban migration, which prevails especially in the less developed countries. This has led to inevitable problems of juvenile delinquency, including drug abuse, alcoholism, and crime, amongst our future leaders. Other problems facing the youth and children are due to the breakdown of the family unit as caused by modern life and development, which separate the wife from the husband.

"Young people are faced with the problem of transition from childhood to adulthood. They are a frustrated group which does not even play a role in decisions affecting them."

Mrs. Maakwe spoke of the need to exchange information when she said that although "our scheme is supposed to have developed by using ideas from schemes in other parts of the world, we have never had the opportunity to visit those countries and see how those schemes operate." She welcomed what she called "this historic conference" and recommended that the national service leaders present seize the opportunity "to learn from each other's experiences and problems so that we do not repeat the mistakes made by some of our colleagues elsewhere."

Mrs. Maakwe concluded by posing three questions:

"Do we want to continue to spend more on military expenditures or more on the national youth service schemes to give our respective nations a better future?

"Would it be better to hold national service before or after tertiary education?

"Can our societies afford to sit back and let nature take its course where our children are concerned because it is felt to be too expensive to shape them for future roles?"

**Civilian Service or Military Service?**

Mrs. Maakwe's questions were never far from the conferees' minds. The most dramatic response was made by Dr. Jürgen Kuhlmann, senior research fellow of the German Armed Forces Institute for Social Research. He said that if *Zivildienst*, an alternative service program for conscientious objectors to military service, were to be eliminated together with compulsory military service, the persons now entrusted to the care of approximately 90,000 young men doing *Zivildienst* would have to do without those services. He noted that "critics therefore have been suspicious that the compulsory military service must be maintained to supply an adequate number of young men doing *Zivildienst* in order to make up for the emergency situation in nursing and welfare work."

Dr. Kuhlmann also reported on a recent survey of 16- to 25-year-olds in the newly unified Germany, who were asked whether they would serve in a compulsory civic service with seven options. Only 29 percent said they would be willing to perform military service, whereas 88 percent said they would be willing to "protect the environment" and 81 percent said they would be willing to "take care of children."

The issue of civilian versus military service is also central to the emergence of national service in both France and Zimbabwe.

General Raymond Caire, General Secretary of France's Interministerial Commission on Civilian Forms of National Service, noted that already some 16,000 young people in France either have volunteered for civilian forms of national service or are conscripts performing alternative service as conscientious objectors. He said that his Commission, which was created in 1990, is to report to the Prime Minister in 1993 on new forms of civilian national service. "As in

Germany," he said, "we are at a crossroad. The military service is going to diminish and civilian forms to grow. But if [compulsory] military service is abolished, my point of view is that civilian forms will continue on a voluntary basis."

Philippe Dalbavie, *chargé de mission* of the General Secretariat for National Defense, was asked why — unlike that in the United States — the French ethic seems to call for a form of national service if military conscription is abolished. He replied that the tradition was traceable to the *levée en masse* of two centuries ago and was a means to integrate all French people into the same Republic. He said there is a "current need to integrate because we now have minority and ethnic problems. National service is the means to resolve those problems because schools are not doing it." Mr. Dalbavie agreed with the observation that national service in France is viewed as a common national experience intended to establish a common identity.

Brigadier A. Mutambara was appointed by Zimbabwe's President Robert Mugabe to make recommendations for transforming the current national service from an institution oriented to military service to one that would engage young men and women to work on projects vital to national development while giving them skills training and experience. He said his plan, now in the draft stage, would challenge young people from all walks of life to enter national service. Brigadier Mutambara said his report to President Mugabe would be shaped in part by what he learned at the conference.

**Nation Building and National Service**

The war and peace theme was brought home to conferees in a somewhat different way when Colonel HB Momoh, director of Nigeria's National Youth Service Corps (NYSC), reminded them of the 30-month civil war of the late 1960s and the determination to strengthen the shaky foundation of the newly emergent state that had attained its independence in 1960. A major consequence of the war, he said, was the creation in 1973 of "a youth service corps dedicated to the reconciliation, reconstruction, and rehabilitation of the wounds and losses of the war.

"No other single organization in Nigeria can claim greater impact than NYSC in strengthening national unity and integration. Our experience is that the posting of youths outside their cultural zone, bringing them into first-hand contact with the local culture in their

place of service, helps to foster assimilation and acceptance. . . . Consciously or otherwise, many Nigerian youths and even adults now interact freely with people from other ethnic or cultural areas. . . . Indeed, the NYSC has entrenched itself in the mainstream of the sociopolitical and economic fabric of the nation."

Earl W. Eames Jr., chairman of the board of the National Service Secretariat, reported that the focus group he led conveyed "a strong feeling that national service is a very important means to maintain the nation, to keep it from fragmentation." At the same time, he said, the sovereignty that now belongs to the state will be limited. This situation may be seen in United Nations decisions about peacekeeping and recommendations about environmental pollution by the United Nations Conference on Environment and Development. Several persons, he said, felt more comfortable with "community service" than with "national service," and noted that "community" can mean anything from a neighborhood to all of humankind.

The conferees discussed the potential for distortion of youth service when viewed in the context of nation building. Dr. Kuhlmann mentioned how Hitler captured youth organizations for negative purposes, just as schools were used for brainwashing. On the other hand, Mrs. Maakwe pointed out that nation building is an important concept to countries recently free from the yoke of colonialism, and is a necessary response to colonial domination.

Mr. Eames reported general agreement that mobility of participants, such as in Nigeria and Botswana, is a positive concept. The group, however, was not prepared to say — partly because of the cost — that it should be built into all national service programs. Mr. Eames said that going away and then coming back seems to be very important in a youth program; it is a rite of passage.

### Universal Principles

National service as a rite of passage was a major theme in the second keynote address. This address was given by Robert O'Brien, who had been a student volunteer in a 1940 national service experiment called Camp William James. The camp was based on the philosophy of William James and Eugen Rosenstock-Huessy (see Appendix B: Bibliography), was associated with the United States Civilian Conservation Corps, and was supported by President Franklin D. Roosevelt and Mrs. Roosevelt.

After quoting Oliver Wendell Holmes, who said that his generation had been touched by fire in the Civil War, Mr. O'Brien stated, "I also in my youth was touched by fire." It was an experience unmatched in intensity: "The sacrifices it inspired, the nobility of its purposes, the diversity of those who were participants: men and women, black and white, educated and uneducated, rich and poor, a cross-section of youth in American society. That was Camp William James. When I retired about 12 years ago and looked back at my life, I realized that was the pivotal experience. I would have been a different person if I hadn't participated in Camp William James." Subsequent discussions during the conference suggested that national service as a rite of passage may well be a universal principle.

Mr. O'Brien also spoke of the value of youth service in preserving traditional cultures. His remarks struck a sympathetic chord in persons from the developing countries, who suggested that the preservation of traditional cultures should be another universal principle. Mrs. Maakwe, for example, noted the severity of the "problems brought about by modern technologies."

Paul N. McCloskey Jr., chairman of the United States Commission on National and Community Service, said that interest in preserving traditional cultures is not limited to the developing countries. He reported that earlier that month, the Commission had awarded a national service demonstration grant to the Seneca Nation of Indians in New York State for a project in which young adult volunteers would serve as personal health aides to tribal elders. At the same time, the elders would serve as mentors to the young people and would pass on to them their traditional culture and language.

Another likely universal principle was identified in the remarks of Clant K. Alok, Commissioner of the National Youth Service Commission in Papua New Guinea. Mr. Alok first addressed the importance of creating youth service systems within the framework of a national youth policy. He said that young people form "only part of the total community, and that programs related to youth cannot be considered in isolation from programs in other sectors of the community.

"Equally, however, [the National Youth Service of Papua New Guinea] recognizes that youth forms the basis of the future of the country and that programs aimed directly at realizing the potential of youths can be ignored only to the detriment of the country. The National Youth Service is therefore an attempt to devise programs

specifically aimed at youth while keeping in mind broader government objectives for the country as a whole.

"It is a basic premise of the National Youth Service program that *youth is an opportunity, not a problem.* Too often consideration of youth [assumes] that idle youths will cause social problems and that these youths need either to be kept active or controlled solely for the peace of mind and safety of the rest of the community. This is a very negative approach."

Although a vote was not taken, it appeared that all conferees agreed with Mr. Alok's premise regarding youth as an opportunity, and that it deserved to be considered one of the universal building blocks of national youth service throughout the world. Mr. Alok's observation also formed the basis of a discussion about the need for a theory of national youth service that might include such principles. The conferees agreed that this topic should be the subject of further research and a topic at future global conferences on national service.

In addition, it was agreed that distinguishing between voluntary and mandatory service is one of the thorniest issues surrounding national service, in part because of different viewpoints as to what is voluntary and what is compulsory. In the United States, for example, physicians and other health professionals who received federal support for their education are required to serve in needy areas for two to four years, depending on the amount of federal support that went into their training. Whether this work constitutes mandatory service or a contractual obligation will be considered at future national service conferences.

There was fairly general agreement about the areas of activity in national service. Dr. Ramesh Chibber, a research associate of General Chibber's, said that the areas in India in which most help is needed from national service volunteers are education, family planning, nursing, public health, and the environment. These areas also appeared to have high priority in other countries, although those without an extended family system placed care of the very old and the very young high on the list.

It was generally agreed that national service should be based on the ideal of service and that programs should provide discipline as well as excitement and esprit de corps.

### A Distinction between Service and Employment

The most spirited debate at the conference centered on the extent

to which national youth service should be considered an employment program for young people. Brigadier Mutambara said that "while the aim is not to create employment for those in national service, we must also admit that unemployment has become a major problem in some of our countries . . . we have the responsibility to offer a service to the nation" by involving persons in service in areas that may lead to useful employment or self-employment.

Mr. Lincoln Myers, the founding Minister for Trinidad & Tobago's National Training and Service, said that national service would be unaffordable if it were only a jobs program. He said "We simply cannot go on with a value system that includes the environmental destruction and human exploitation that has been here [in the Western Hemisphere] since the arrival of Columbus 500 years ago." He made this distinction between a jobs program and national service: national service exposes its participants to a variety of views and values; it encourages them to reflect on their experiences and to think critically about the values that others would thrust upon them.

Professor Michael Sherraden of Washington University, St. Louis led a focus group which agreed that high rates of youth unemployment were at least part of the rationale for establishing national service and a reason why some young people enter national service. In addition, Professor Sherraden said the group agreed that the national service experience increases the participants' employability in such areas as "work experience, job training, group and social skills, good work attributes, possibilities for network building, references for future employment, and the placement function."

Mrs. Elisabeth Hoodless, executive director of Great Britain's Community Service Volunteers, said she could remember "when Britain had over-full employment and even in those days we wanted to see the introduction of national community service because we believe it has values in its own right regardless of the existence of unemployment."

This discussion also revealed differences in policies regarding completion of service. Some programs offer pre-departure counseling in areas such as employment, training, and education. Others provide an end-of-service bonus or an entitlement for further education. Others do little more than give those who leave a certificate of completion.

**The Learning Potential of Youth Service**

Even a completion certificate from national service may signify more learning than takes place in some educational institutions. Mrs. Maria González, supervisor of University Extension Projects and Programs at the University of Costa Rica, made the following reply to a question about the extent to which other Costa Rican universities offer University Community Service: "In my opinion, higher education has become a business in Costa Rica in the last five years. . . . You can see in Costa Rica a small house, and it is called 'University of Such and Such.'" Her comment struck a chord, especially with those from the United States, who deplored the trend even at well-regarded universities to pressure faculty members to seek outside grants and to reward those who meet with success more highly than good teachers, good researchers, or good deliverers of service.

Conferees showed strong interest in ways governmental support for higher education might be made supportive of national youth service. Mrs. Hoodless suggested that governmental support for higher education be made contingent on universities' offering service-learning programs as part of the curriculum. Several participants recommended tying governmental support for college students to a period of national service either before matriculation, as in Botswana, or after, as in Nigeria.

Lieutenant General (Retired) M. L. Chibber, who was awarded a Jawaharlal Nehru Fellowship to formulate a national service plan for India, said that "one area that is accepted by the government, by the presidents of the universities of India, is that one year of national service should be introduced for all those who are receiving a college education." He said that his draft proposal, upon his arrival at the conference, called for the 900,000 young men and women who enter college each year to complete one year of satisfactory national service as a prerequisite for matriculation. At the end of the conference, and after hearing about the experience with national service in other countries, General Chibber said he was considering modifying the draft proposal so that the year of service would take place between the first year of college and the last two years.

Dr. James Kielsmeier, president of the National Youth Leadership Council in Minnesota, reported that his focus group covered the spectrum of service-learning connections from kindergarten to university. He said that although systems of formal education varied

greatly in the countries represented at the conference, there was a high degree of consensus on the importance of linking service with formal education. Dr. Kielsmeier noted that learning theory supports service-learning because people retain much more of what they learn from experience and from teaching others than from what they read in a book or hear in a lecture.

Dr. Kielsmeier said that when his group discussed the voluntary-compulsory issue, most members supported the inclusion of service activities as part of the required curriculum up to the eighth grade. Secondary schools and colleges should be required to offer service-learning opportunities to all students, with optional participation.

### Youth as Leaders and as Servers

That service-learning for college students should be optional rather than mandatory is consistent with the findings of recent studies in China, as reported by Bao Yonglian, consultant to the Student Unions in Shanghai. According to Mr. Bao, the research demonstrates that young people should have a voice in deciding what service projects are undertaken, and which young people participate in given projects. He said the studies show a need for changes in the Youth Service of China (YSC), where "the attitude of the average member may be summed up in the statement 'You pretend to praise me. I pretend to do good.'"

Mr. Bao said the test projects showed the positive results of introducing measures such as having the young participants design and organize the projects, and assigning responsibilities primarily to those who volunteer for them. This is the way, he said, for YSC "to be transformed from an instrument of social control to one that fosters both service to others and personal growth."

Loeung Larry Khi, a refugee from Cambodia and executive director of the Youth Leadership Program of the Khmer Association of Minnesota, reported that he and his colleagues are preparing a youth program intended to foster service, leadership, and democratic values. He said it could be inaugurated as early as 1993 if the reforms in Cambodia proceed on schedule.

### American Examples

Conferees spent an afternoon visiting with young people in service projects in the Milwaukee area. At the Bong Recreation Area,

they were briefed by Tim Drew-Perry of the Wisconsin Conservation Corps and had a picnic with several Corps members. They also visited a housing project, where members of the Milwaukee Community Service Corps were rehabilitating a house in a poor neighborhood. Milwaukee Mayor John O. Norquist spoke with the conferees about the importance of the project; and Corps Director Tony Perez said he would like to see the Corps grow from the present 50 members to 1,000. They also met with two volunteers with VISTA (Volunteers in Service to America), a federal program enrolling some 3,000 persons age 18 and over throughout the United States.

Conferees became further acquainted with the diversity of national service programs in the United States through the presentations of leaders of three youth service programs. Tim Rochte, Director of International Programs of the California Conservation Corps, at 1,500 members the largest full-time, year-round youth service program in the United States, described the origin of the Corps in 1976 as well as its global interests. Mr. Rochte has organized volunteer exchanges with countries such as Australia and Russia, and had just returned from the Global Forum in Rio de Janeiro where he gave a workshop on youth conservation corps.

Mr. Alan Khazei of Boston's City Year described this program, which was founded in 1988 and has been operated to date with money from the private sector. He said that enrollment in City Year is expected to grow from the present 100 to several hundred in the next few years, when financial support from the Commission on National and Community Service is added to continuing support from the private sector.

Toni Schmiegelow, director of the City Volunteer Corps of New York, explained how the 400 Corps members are exposed to a variety of city problems by being assigned to both human service and physical projects. In any one year, she said, a team of 15 Corps members is assigned to about 10 projects, ranging from helping to look after elderly residents in a nursing home to constructing benches in a public park.

### Outcomes of National Service

Several conferees reported on the fairly solid evidence about the outcomes that may be expected from full-time national service. These outcomes may be grouped into three categories: benefits to those who

are served, benefits to those who serve, and benefits to the society at large.

Mr. Eberly said that according to research in the United States, well-run programs yield services with a value higher than the cost of the program, and that participants who complete the full period of service emerge with more awareness of the needs of others, greater employability, and a much clearer sense of their career options and interests.

Senator Jacques Hébert reported on the list of benefits to participants that he had compiled from experience with Canada's Katimavik and with programs in other countries. His list matched Mr. Eberly's and had several additions. Senator Hébert said that participants "learn skills, work habits, safety practices, cooperation, and pride in a job well done. They acquire decision-making abilities; self-esteem; self-confidence; self-discipline; social maturity; new attitudes to authority, family, community; and new understanding between ages, races, ethnic and linguistic groups."

**Dollars and Sense**

Senator Hébert also addressed the question of cost and said it is "obvious that the welfare state is at the end of its rope. Not only are the governments of the democratic countries not dreaming up any new social benefits programs, they are dangerously reducing budget allocations for existing services: day care centers, old people's homes, centers for the handicapped, hospitals, cultural activities, and others.

"And to these familiar needs have been added new ones resulting from the abuses of our consumer society: the struggle against pollution, protection of the environment and natural riches, economy of energy. . . . The governments of the richest countries no longer know where to find money to deal with these new emergencies of the '90s.

"In both these areas, different as they are, government services will be reduced and perhaps abolished unless they can in large part become the responsibility of young volunteers."

Senator Hébert then reported on an evaluation which showed that the per capita cost of a Katimavik participant was only two-thirds the cost of paying a young Canadian unemployment compensation for an equal period while producing nothing, and one-third the cost of maintaining a young Canadian in military service or in prison for

delinquency. He asked, "Are we going to continue reducing services in day care centers, centers for the handicapped, and even hospitals, and at the same time refuse the voluntary contribution of tens of thousands of young people who would like nothing better than to be of use?"

### An Agenda for the Future

As stated in the communique that follows this section, the conference unanimously recommended future global conferences and the continuing exchange of information. These initiatives would permit the further exploration of a number of issues that arose during the conference but were not resolved, whether because of the limited time available or because they are more suitable for country-by-country resolution.

Several issues focused on responsibility: Who should manage and pay for national service? Which functions should be decentralized and which reserved by the central government? What is the appropriate role of the private sector in national service?

Another set of issues concerned the basic national service concept. Mr. Bao said, "We need to develop a theory of national service." General Chibber stated, "National service is essentially an instrument of developing human values." The conferees discussed how youth service should fit into the larger policy framework suggested by Mr. Alok, and sought a common definition of national service.

Research needs also were identified: What kinds of baseline data are needed? What makes a program successful? How should program effectiveness be evaluated?

Conferees suggested several other topics that deserved further consideration, including the relationship between national service and human rights, women's rights, environmental protection, economic development, population, and understanding among races.

That conferees did not agree on all issues was regarded by Daniel O'Laughlin, consultant to the W. K. Kellogg Foundation, "not as a weakness but as a tremendous strength . . . it represents an opportunity for pluralism, and that is where we discover our common humanity and goodwill."

Conferees spoke of expanding the national youth service network to other countries and of developing links with the United Nations and various regional bodies. They also mentioned a number of

international youth service initiatives with which they were associated. Among those cited were Mr. O'Brien's work with the Coordinating Committee for International Voluntary Service; Mr. Rochte's work with the U.S. National Association of Service and Conservation Corps to develop a World Conservation Corps proposal; and Mr. Eberly's work with Hanne Strong, president of the Manitou Foundation, in preparing a prospectus for an Earth Restoration Corps. Mrs. Hoodless recommended consideration of a new kind of UN passport for international volunteers.

Conferees supported the extension of National Service Fellowships as a means to learn about national service policies and procedures in other countries. The Fellowships were announced as a pilot project of the National Service Secretariat late in 1991. Mrs. Cyrilene Willoughby, an official of the Barbados Youth Service, became the first Fellow in May 1992, when she was hosted by PennSERVE in Pennsylvania. At the conclusion of her visit, she said that she would make a number of recommendations to the Barbados Youth Service as a result of the visit. Also, at the request of the director of the Pennsylvania Conservation Corps, Mrs. Willoughby said she would explore arrangements for several Corps members to visit Barbados for a week or two and to work alongside members of the Barbados Youth Service.

With regard to facilitating the continuing exchange of information and personnel, Professor Jon Van Til of Rutgers University reported on his conversations with members of the conference. He said, "It is clear that the Conference recognized the standing of the National Service Secretariat as the most appropriate facilitator of the international network in national youth service, and that its members stand ready to participate vigorously in its extension and development."

Although the full impact of the conference will not be known for some time, the assessment made by Mr. McCloskey represented those of other conferees. He said that he had learned something from each person at the conference, and that he believed he was speaking for the other Commission members present — Mr. Khazei and Mrs. Maria Ferrier with the San Antonio School System — as well as for the entire Commission when he said, "The Commission will try to translate what was learned at the conference into governmental action."

### The Conference Communique: A Call To Service

The conference communique makes evident the extent of common ground held by conferees on national youth service as public policy.

Sections were drafted by different conferees; the communique then was discussed and adopted with the concurrence of all conferees. It reads as follows:

**A Call to Service**

We, the participants of the Wingspread Conference on National Youth Service: A Global Perspective;

Coming from 14 countries in North America, Latin America, Europe, Asia, Africa, the Caribbean and the Pacific Islands as representatives of governments, leaders of national service programs, and individuals experienced and interested in the field of youth development;

Affirm our ideals and convictions with respect to the benefits of national service as a positive instrument of youth development. Being aware of the need to take action to meet effectively the challenges facing our individual countries — especially the challenges facing the youth — we recognize the need for urgent and sustained action to reduce the unprecedented barriers to the healthy transition of young people to productive livelihood and responsible citizenship;

Find that there is great hope for humankind if in every country of the world there is opportunity for volunteer service by young people.

The conference, being aware of the worldwide need for the creation of educational, social, and environmental infrastructure, calls for the establishment and maintenance of well-designed and well-led programs of national service — programs that are within national capacities — to meet the needs of the communities they serve while addressing the needs of young people and making for an effective transition from adolescence to adulthood through an intensive value-based experience of selfless service; and recognizing that participation in national youth service can make a positive contribution to young people's growth and development;

Recommends the international exchange and sharing of ideas and experiences as well as working together toward the development of a global youth service program that takes account of the need to implement sustainable development strategies.

After full and critical examination of youth service programs around the world, the conference calls for the following actions:

1. Youth service programs are to develop strategies to ensure that every young volunteer has an opportunity to serve, and

to give recognition and awards to participants whose contributions have been outstanding.

2. A representative group of young people is to be invited to participate in every consideration of youth service programs.
3. Schools are to introduce service-learning programs for students 5 to 18 years old.
4. Universities and colleges are to establish faculty- and student-led programs to ensure that every student has the opportunity to enrich his or her personal growth through off-campus community service. In particular, they are to ensure that faculties and departments identify and address community problems by involving students, and are to publish annual reports on achievements and participation.
5. Health, social service, housing, and environmental protection agencies are to establish and publish action plans for volunteer involvement to ensure young people's meaningful participation in the work of these organizations.
6. Charitable trusts and foundations are to support initiatives, including related research, in youth service.
7. Local and national governments are to a) recognize every young person's right to participate through voluntary action; b) require all publicly funded agencies to publish and implement volunteer involvement plans; c) support the global movement toward the exchange of volunteers, their leaders, and government policy makers in order to increase the effectiveness and scale of such ventures.
8. The United Nations is to support national youth service in the interest of world peace.

We also wish to advise our colleagues in other countries to be aware of the deliberations of this conference and to recognize the critical need to address the national youth service question. We invite them to participate in future national service conferences.

## APPENDIX A
## GLOBAL CONFERENCE PARTICIPANTS, June 18–21, 1992

**Hon. Clant K. Alok**, Commissioner
National Youth Service
PAPUA NEW GUINEA

**Bao Yongjian**, Consultant
Student Unions in Shanghai, CHINA

**Gen. Raymond Caire**, General Secretary
Interministerial Commission on Civilian Forms of National Service, FRANCE

**Lieut. Gen. (Retd.), Dr. M. L. Chibber**
Jawaharlal Nehru Fellow, INDIA

**Dr. (Mrs.) Ramesh Chibber**
Research Associate, INDIA

**Philippe Dalbavie**, *Chargé de Mission*
General Secretariat for National Defense, FRANCE

**Earl W. Eames, Jr.**
Chairman of the Board
National Service Secretariat USA

**Donald J. Eberly**, Executive Director
National Service Secretariat, USA

**Maria Hernandez Ferrier**
Executive Director for Special Programs, Independent School District
San Antonio, USA

**Franciena Fowler-Turner**
Volunteer Coordinator, St. Ann's Infant and Maternity Home, USA

**Mrs. Maria de los Angeles González**
Supervisor, University Extension Projects and Programs, University of Costa Rica, COSTA RICA

**Senator Jacques Hébert**, Chairman
Senate Committee on Youth, CANADA

**Mrs. Elisabeth Hoodless**
Executive Director
Community Service Volunteers
GREAT BRITAIN

**Alan Khazei**, Co-Director
City Year, Boston, USA

**Dr. James C. Kielsmeier**, President
National Youth Leadership Council
USA

**Dr. Jürgen Kuhlmann**, Senior Research Fellow, German Armed Forces Institute for Social Research, GERMANY

**Loeung Khi**, Executive Director
Youth Leadership Program, Khmer Association of Minnesota, USA

**Mrs. Galaletsang Maakwe**, Director
*Tirelo Setshaba*, BOTSWANA

**Hon. Paul N. McCloskey, Jr.** Chairman
Commission on National and Community Service, USA

**Col. HB Momoh**, Director
National Youth Service Corps, NIGERIA

**Brig. A. Mutambara**, Ministry of Political Affairs, ZIMBABWE

**Hon. Lincoln Myers**, Founding Minister of National Training and Service
TRINIDAD & TOBAGO

**Mr. Solly Nageng**, Publicity Officer
*Tirelo Setshaba*. BOTSWANA

**Robert O'Brien**, "Volunteers for Peace"
USA

**Daniel O'Laughlin**, Consultant
W. K. Kellogg Foundation, USA

**Tim Rochte**, Director, Office of International Programs, California Conservation Corps, USA

**Toni Schmiegelow**, Executive Director
New York City Volunteer Corps, USA

**Prof. Michael Sherraden**, Washington University, St. Louis, USA

**Prof. Jon Van Til**, Rutgers Univ., USA

**Cam Tredennick**, Student
University of Southern California, USA

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Global Conference Participants, Wingspread Conference Center, June 1992

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